Approved For Belease 2002/01/24: CIARDP81-00142R000500040034-00/A Registry

STATINTL

13 OCT 1978

MEMORANDUM FOR: Deputy Director for Administration

Deputy Director for National Foreign Assessment

Deputy Director for Operations

Deputy Director for Science and Technology Chairman, Executive Career Service Board

FROM

: F. W. M. Janney

Director of Personnel

SUBJECT

: Agency-wide Vacancy Notice System

REFERENCES

: (a) Memo for DDCI fr D/Pers dtd 14 Sep 78,

subj: Vacancy Notice System

(b) Multi adse memo fr DDCI dtd 5 Oct 78,

subj: Follow-Up to

29-30 September

- 1. This paper is supplemental to reference (a) memorandum, a copy of which was provided to your senior personnel officers on 6 October 1978. Reference (b) requests your comments on that memorandum, and we have been asked to provide you with various options and considerations in connection with your review of the proposal to expand the present Agency Vacancy Notice System to a mandatory, Agency-wide program.
- 2. A concern of senior management is the development of managers and employees who are aware of and familiar with the activities of the Agency across Directorate lines, as well as ensuring all employees are aware of the various assignment possibilities. One way of providing this broader base of experiences for personnel and achieving an integration of employees with across-the-board Agency activities would be a program offering employees the opportunity for assignment to positions in offices and Career Services other than in the area of their current assignment. The new formal and the existing informal programs are not considered sufficient to the purpose.

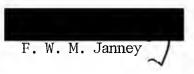
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- 3. There are various options for expansion of the current Vacancy Notice System, most of which would require some adjustment in the present assignment procedures and perhaps in the Career Service designation system. The scope of the changes would depend on the breadth of the vacancy notice program; the broader the advertising, the more changes in employee administration and career development policies and procedures will occur. In responding to the reference (b) request you need not limit your comments to the options herein, but include any others deemed feasible, as well as the impact of proposed changes on your current policies and procedures.
- 4. Following are a number of options which might be included in an Agency-wide mandatory Vacancy Notice System. They are not mutually exclusive.
 - a. All entry-level positions for each discipline and profession. (PMCD, in coordination with the Career Services, would identify the specific positions.)
 - b. All positions which have a subcategory code common to most of the Career Services, such as secretaries, mail and file clerks, ADP personnel. A preliminary list is attached.
 - c. All supergrade positions in the Agency.
 - d. All supergrade manager positions. Specialist positions would not be included.
 - e. All positions, regardless of category, grade or Career Service designation.
- 5. Establishment of a broader and mandatory Vacancy Notice System which crosses Career Service lines in any aspect raises questions for personnel management in a number of areas in relation to current policies and procedures, and must be addressed before making any major changes in the system. The nature and size of the concerns relate directly to the scope of the proposed system, but all have to do with the administration and career development of employees, including the evaluation and competitive promotion system.

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- 6. If the expansion is limited to the entry-level positions and the lower-graded clerical/secretarial positions, there would be little need of change in the Career Service personnel management procedures. There would be impact, however, on the recruitment/applicant process. Guide rules would have to be developed to determine when a position becomes available for outside recruitment and not subject to subsequent or follow-up vacancy notice requirements. Possible impact on the recruitment of women and minority professionals would also be a matter of concern although we cannot now judge the extent.
- 7. If, however, certain positions become available for Agencywide application by reason of their function (e.g., ADP or secretarial personnel) or grade (e.g., supergrades), or the system requires all positions be advertised, possible changes in some policies of Career Service designation, of responsibility for career counseling and development, for administration, and for competitive promotion must be considered.
 - a. How would any one of these options affect your career development program for individual employees; e.g., formal Upward Mobility Programs, PDP Developmental Roster?
 - b. What effect do you see on the competitive promotion process if assignments develop from a competitive selection program?
 - c. If the change is limited to a specific grade or function, should there be a separate Career Service for the groups, including allocation of ceiling for promotion headroom?
 - d. Would special procedures be required for Career Service screening of applicants before supervisor selection? What additional workload do you foresee? Would it be offset by reduction of career management functions now performed?
 - e. Would procedures be required to monitor selection to ensure the most qualified applicant is selected? What problems would consistent in-house selections have for the purpose of the Vacancy Notice System?

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Att

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POSITION TITLES USED IN ALL DIRECTORATES AND DCI AREA

	Sub-					
<u>Position Title</u>	Category	DCI	<u>DDA</u>	DDO	NFAC	DDS&T
Intel Analyst-Gen	P		X	X	X	X
Clerk Typing	С		X	Χ	X	X
Clerk	С		X	X	Х	X
Intelligence Asst	С		Х	Χ	Х	X
Records Clerk	С	Х	Х	X	X	X
Cable Analyst	С		Х	Х	Х	X
Info Control Clerk	С	Х	X	X	Х	Х
Info Control Clk-Typ	С		X	X	Х	X
Info Control Asst	С	X	X	X	X	Х
Info Control Officer	P	X	Х	X	X	Х
Info Cont Asst Sup	С		X	X	X	X
Info Cont Spec Sup	С	X	X	X	X	X
Clerk Stenographer	С		X	X	X	X
Secretary-Steno	С	X	X	X	X	Х
Secretary-Typing	С	X	X	X	X	X
Secretary	С		X	X	X	X
Clerk Typist	С	X	X	X	X	X
Publications Typist	С		X	X	X	X
Prod Cont Spec-Auto	Т		X	X	X	X
Admin Assistant	С		X	X	X	X
Planning Officer	P		X	X	X	X

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14 SEP 13/8

MEMORANIAM FOR: Deputy Director of Central Intelligence

FROM

: F. W. H. Janney

Director of Personnel

SUBJECT

: Vacancy Notice System

1. Action Requested: The attached memorandum was prepared in response to an oral request from your office to study a proposal of the FED Panel. A recommendation is contained in paragraph 3.

- 2. Background: The memorandum addresses the proposal for an Agency-wide Vacancy Notice System to include all positions as they become vacant. In order to put the comments in context, a review of the Agency personnel management policy and the techniques designed to achieve its objectives is included. The comments are directed to the impact such a system would have on the present personnel management philosophy which provides for a strong measure of Career Service responsibility in the management and career development of employees. The memorandum deals with the filling of professional and technical positions which we assume is the area of interest to the NEO Fanel. although the impact of such a proposal applies to clerical personnel as well.
- 5. Recommendation: It is recommended that the present system for use of vacancy notices be retained and that the Heads of the Career Services be urged to use it, where possible, on an Agency-wide basis, particularly for entry level positions.

F. W. H. Janney

Attachment

Distribution:

OP/P&C/RS/

Orig - DDCI

1 - ER

2 - DDA 2 - D/Pers

1 - OP/RS

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REVIEW OF VACANCY NOTICE SYSTEM

The personnel management system of the Agency is based on a policy which assigns authority and responsibility for the management of positions and career development of employees to the Heads of the respective Career Services. The panel system which is used throughout the Agency and which supports the annual evaluation and promotion of employees is one mechanism by which this responsibility is carried out by each of the Career Services. Much of the input to management in terms of recommendations for employee training and assignment experiences comes from this evaluation process. DDO and the E Service advise that Panels have almost 100% responsibility for the career management recommendations for their careerists. In DDA the percentage is about 85%, and in NFAC it is between 80% and 90%. DDS&T advises a current rate of about 75%; but this will increase with a newly established program in OD&E. ORD because of its specialized work will continue to have frequent interchange with private industry rather than in-house development.

The Personnel Development Program (PDP) focuses on succession planning with the development of managers and employees for senior assignments as the essence of its purpose. A primary feature of the program is the identification of employees in the middle grades whose level of performance, talents and abilities, evidences potential meriting development for more senior positions. The development consists of planned experiences, including training courses and assignments, which will provide the exposure, background or expertise appropriate to successful management or executive level assignment. This same exercise of identification and developmental opportunities, although less formal than the PDP, is a responsibility of Panels, supervisors and career management offices for employees in the grades below GS-13 and for those employees who, for whatever reason, are not included in the PDP.

Employee career planning and development is a basic feature of the Agency's personnel management system, and helps to fill requirements in the many diverse and discrete professional disciplines of the individual Career Services. The overlap of Career Service missions and functions is minimal, and consequently, most employees develop their expertise and careers within the parameters of a given Career Service or Career Subgroup.

The Vacancy Notice System which now operates on three levels; i.e., at the Agency, Career Service, or Career Service Subgroup levels, is designed to complement the Agency's employee career development program. Units having a position vacancy for which there is no immediately available qualified or programmed candidate, issue a notice, sometimes

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Even in the competitive Civil Service system there is not an open-ended application process for vacant positions. The selection is made from candidates identified from a group of eligible (certified) candidates, who had been previously tested or evaluated as fully qualified for various types and levels of positions. The Civil Service version of a vacancy notice is often published at less than the agency level if in management's judgment a sufficient pool of certified applicants is likely to be available in the immediate office or unit.

There is also a practical problem in the proposal. Of approximately 1,500 personnel actions processed each month, an estimated 1,200 actions are identified with employee movements. To issue vacancy notices in each case would require an incredible amount of verification, editing, record handling and maintenance, question answering and referrals. This would require, at a minimum, an additional 15 to 18 persons in the Office of Personnel and even more if the Office of Personnel assumed responsibility for screening applicant files. On the other hand, if the responsibility for screening the files were given to each of the Career Services (we would recommend against decentralizing the issuance process) additional personnel would be required but the number would be difficult to judge without further study.

Experience of agencies in the Civil Service competitive service suggests there would also be an increase in employee grievances. We are advised that grievance claims for non-selection can hold up filling Civil Service positions for months at a time. It is very probable that the review and adjudication of grievances under an Agency-wide system would create a requirement for even more personnel to be involved with the process.

Rather than the Agency-wide advertising of all vacant positions, we considered recommending that all entry level positions for the various professions and disciplines be advertised before being filled by outside recruitment. Such a program, however, would most likely STATINTL impede the effectiveness of Agency success in the recruitment of minority and women applicants. Outside professional and technical recruitment accounts for only about new employees a year; the technical group averages A large percentage of professional input each year comes from conversions of on-board clerical and technical employees to professional status. While the rate varies among the Career Services, the FY 77 APP reflects 34% of Agency professional input came from employee conversions; deleting 59 relatively routine conversions (OS and OSO have policies for automatic professional conversions in certain circumstances) the percentage is still 26.3% of the total.

The EBO Panel proposal is premised on the assumption that there are numerous employees whose capabilities are not being fully utilized and that this type of program would remedy this problem. Various ways already exist for employees who are qualified for other types of work and desire change to make their interest known. Career Service

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DD/A Registry 78-29/5//2

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5 October 1978

MEMORANDUM FOR:

Deputy Director for Administration

Deputy Director for Operations

Deputy Director for National Foreign Assessment

Deputy Director for Science and Technology

General Counsel Legislative Counsel

Comptroller

Inspector General

Director, Public Affairs

Director, EEO

FROM:

Deputy Director of Central Intelligence

SUBJECT:

Follow-Up to

29-30 September

STATINTL

As you know, our discussions on CIA Goals and Personnel Management issues resulted in a number of decisions that need follow-up. In addition, our discussions either confirmed or revised previous activities. I have listed these follow-up actions below.

I. Decisions Needing Follow-up:

A. CIA Goals

I. Schedule individual DCI/DDCI meeting with each Directorate and Staff Office to continue discussions in more depth on CIA Goals.

L. J. W.

ACTION: First meeting will be with DDS&T on 16
October, 1400-1530. Puritano will work with
Dirks to provide specific agenda of goals,
issues, problems. Other CIA Goals meetings
will be scheduled thereafter.

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All Five Career Service Heads are to prepare a paper on the amount of time they spend communicating with CIA staff (in management courses, lectures, etc.).

ACTION:

Blake/Hetu prepare guidelines defining reporting requirements by 16 October.

Career Service Heads prepare report to DDCI by 30 October.

- 3. Following additional goals should be added to NFAC Goals list:
 - -- Establish I&W Network
 - -- Review Operations Center role and resources
 - -- Review allocation and utilization of personnel skills within NFAC particularly in OER and ORPA areas.

ACTION: NFAC should add these goals, progress to be discussed at DCI/DDCI-NFAC Goals meeting when scheduled.

B. Personnel Management

4. Each Directorate should review and provide a report on how it balances equities when taking into account the needs and goals of the individual employee and those of the line units when making assignments. Included in the discussion should be a description of how each Career Service provides career counseling to the individual employees.

ACTION: Each Head of Career Service to provide report to DDCI by 15 November.

5. After discussion of the proposal, the DCT decided that a team of <u>outside experts</u> would be hired to thoroughly review the Agency personnel system and prepare recommendations as appropriate for DCI decision.

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ACTION: Puritano prepare appropriate staff work for DCI/DDCI review, coordinate with DDA and O/Personnel; Consultants to be hired o/a 22 November 1978.

6. DDCI accepted DDA proposal to review and prepare for consideration/decision an updated version of a previous Agency attitudinal survey.

ACTION: DDA prepare proposal for DDCT review by 30 October.

II. Continuing Activities -- Further Action Needed

A. Personnel Management

7. Evaluation/Fitness Report. Continue to redesign form particularly to include EEO, security, ability to write fitness reports and management ability; define the 1-7 scale more precisely.

ACTION: All participant's comment to O/Personnel

by 100 October. O/Personnel prepare summary
report to DDCI by 100 October with recommendations for further actions.

- which addresses composition of panels and size of units handled by panels. Primary purpose is to build more objectivity in panel system; composition should be as broad as possible; number of people reviewed by panels should be larger.
- ACTION: Participants comment to O/Personnel by

 10 11 October O/Personnel prepare summary

 report and recommendations for action to

 DDCI by 25 October 1978.
 - 9. Promotion Assignment Criteria. Design system to provide greater incentives for lateral assignment of employees, including both rotation and transfers, and incorporate in to panel system.

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ACTION: Participants comment to O/Personnel by
11 October. O/Personnel prepare summary
report with recommendations for action
by DDCI by 18 October 1978.

10. Agency-Wide Vacancy Notice. Current Agency vacancy announcement system should be reviewed with objective of making it more open and equitable.

ACTION: Blake prepare report on GS-04 to GS-13
movements per month to identify workload factors. O/Personnel analyze participant reviews of O/Personnel vacancy memorandum and prepare report with recommendations to DDCI by 15 October 1978.

Comply 2000

Frank C. Carlucci

cc: DCI
D/Personnel

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14 SEP 19/8

BD/A Registry

MEMORANDUM FOR: Deputy Director of Central Intelligence

78-3635

FROM

: F. W. M. Janney

Director of Personnel

SUBJECT

: Vacancy Notice System

- 1. Action Requested: The attached memorandum was prepared in response to an oral request from your office to study a proposal of the EEO Panel. A recommendation is contained in paragraph 3.
- 2. Background: The memorandum addresses the proposal for an Agency-wide Vacancy Notice System to include all positions as they become vacant. In order to put the comments in context, a review of the Agency personnel management policy and the techniques designed to achieve its objectives is included. The comments are directed to the impact such a system would have on the present personnel management philosophy which provides for a strong measure of Career Service responsibility in the management and career development of employees. The memorandum deals with the filling of professional and technical positions which we assume is the area of interest to the HEO Panel, although the impact of such a proposal applies to clerical personnel as well.
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(Signed) F. W. M. Janney

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F. W. M. Janney

Attachment

Distribution:

Orig - DDCI

1 - ER

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2 - D/Pers

1 - OP/RS

OP/P&C/

:cmc (14 Sep 78)

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sequentially and sometimes directly to the Agency level. The initial level of publication of the notice is most often determined by prior experience and the knowledge of where suitable candidates might be found. It can also be determined by Career Service policies. The advertising of vacant positions usually cover entry level jobs or new positions, though there are frequent exceptions of middle level jobs. The August 1978 summary of Agency-wide Vacancy Notices (copy attached) shows 64 positions being advertised, ranging from a GS-15 Physical Scientist to a GS-03 Records Clerk. The recent Agency-wide advertising of a number of training positions available in the Office of Communications represented an effort to identify present employees who are interested and qualified to be trained as Commo Techs (Radio) and is TATINTL an example of offering entry level positions. It was an opportunity for on-board employees to explore new career paths. The Office of Security recently advertised Agency-wide for candidates for positions newly established in support of an added security responsibility, jobs for which prior Agency experience provides the base for training in security specialities. In calendar year 1977, positions were advertised were filled from the employees responding to the notices.

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Requiring the Vacancy Notice System to be applied Agency-wide for all position vacancies would work at cross-purposes with the Career Services and their responsibility for employee development. We do not see it providing any advantage over the present system and, in fact, see it as obstructing, if not destroying, the Agency concept of employee management. Developmental plans for employees already assigned to a component would become even more tentative than they are by the normal nature of advance planning, and many formal programs, including the upward mobility programs now operating, would be subject to serious challenge. The exercise by managers and supervisors of day to day responsibilities for personnel management would be frustrated. New impediments to the comparative evaluation and competitive promotion processes would develop and training for future jobs would become endangered and potentially wasteful. Finally, it may make it nearly impossible to expeditiously fill critical or unexpected needs, and to react quickly where program or project changes require early attention.

Continuing programs for the development of selected employees for certain positions while at the same time advertising and perhaps selecting other candidates for these same positions seems rather dysfunctional. Because of the high degree of occupational specialization in the Agency, it would be a rare occasion when the person in the office developmental process would not be better qualified than other Agency employees for the job in question. To issue a vacancy notice when a qualified candidate is, in effect, in situ, would be an unnecessarily expensive process for the Agency. While Agency-wide open bidding may satisfy a few employees, we believe it would be viewed by the majority as a hollow exercise if most selections come from within the Career Service.

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There is also a practical problem in the proposal. Of approximately personnel actions processed each month, an estimated actions are identified with employee movements. To issue vacancy notices in each case would require an incredible amount of verification, editing, record handling and maintenance, question answering and referrals. This would require, at a minimum, an additional 15 to 18 persons in the Office of Personnel and even more if the Office of Personnel assumed responsibility for screening applicant files. On the other hand, if the responsibility for screening the files were given to each of the Career Services (we would recommend against decentralizing the issuance process) additional personnel would be required but the number would be difficult to judge without further study.

Experience of agencies in the Civil Service competitive service suggests there would also be an increase in employee grievances. We are advised that grievance claims for non-selection can hold up filling Civil Service positions for months at a time. It is very probable that the review and adjudication of grievances under an Agency-wide system would create a requirement for even more personnel to be involved with the process.

STATINTL STATINTL Rather than the Agency-wide advertising of all vacant positions, we considered recommending that all entry level positions for the various professions and disciplines be advertised before being filled by outside recruitment. Such a program, however, would most likely impede the effectiveness of Agency success in the recruitment of minority and women applicants. Outside professional and technical recruitment accounts for only about new employees a year; the technical group average A large percentage of professional input each year comes from conversions of on-board clerical and technical employees to professional status. While the rate varies among the Career Services, the FY 77 APP reflects 34% of Agency professional input came from employee conversions; deleting 59 relatively routine conversions (OS and OSO have policies for automatic professional conversions in certain circumstances) the percentage is still 26.3% of the total.

The EBO Panel proposal is premised on the assumption that there are numerous employees whose capabilities are not being fully utilized and that this type of program would remedy this problem. Various ways already exist for employees who are qualified for other types of work and desire change to make their interest known. Career Service

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counseling services and Career Management Officers are available for consultation. The Office of Personnel also provides a counseling service for all employees regardless of Career Service affiliation. STATINTL The Career Services and the Office of Personnel both refer files of these employees to offices having the type of function of interest to the individuals. The Office of Personnel regularly forwards a list of employees seeking reassignment (EAR) to all Career Services and components thereof. Our experience is that a principal reason for not finding assignments for many of these individuals is a lack of the qualifications necessary for the position in which they are interested. An Agency-wide Vacancy Notice System would not solve that problem. As evidence, however, that employees are able to change their Career Services or Subgroups, in FY 77 approximately molovees changed their Career Service designation, to date in FY 78 done so. These figures do not include block changes such as transfer of offices between Directorates.

Insofar as the argument is made that it is the Agency's responsibility to provide the means by which employees can become qualified for reassignment to other positions or types of work, the Career Service responsibility for career development offers the greatest opportunity for this type of advancement or change. It is unrealistic to expect offices to take unqualified employees from other offices and provide the necessary training and experience for assignment to the vacant positions, positions also desired by their own employees, often already trained.

For the few employees who through the proposed open-ended system might find other assignments for which they are qualified, we believe the same results can be achieved through the present systems. We believe the impact of Agency-wide competitive bidding for assignment would be traumatic on the morale of the majority of employees who identify with a Career Service, and have worked hard to advance in that Service.

We recommend that the level of advertising of Vacancy Notices be left to the option of the Heads of the Career Services but that they be urged to broaden the advertising base where possible to assure increased opportunity for those outside the Career Service who may be qualified to apply. Special consideration should be given to advertising entry level positions and those where the necessary specific technical expertise is provided in an Agency established training program.

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MEMORANDUM FOR: Director of Personnel

FROM : John F. Blake

Deputy Director for Administration

SUBJECT : Vacancy Notice System

REFERENCES: (a) Your memorandum to Deputy Directors, dtd 13 Oct 78, Subj: Agency-wide

Vacancy Notice System (DDA 78-3635/1)

(b) Your memorandum to DDCI, dtd 14 Sept 78, Subj: Vacancy Notice System

- DDA management has reviewed the proposal to expand the present Agency Vacancy Notice System. We agree that the current system can definitely be improved. However, we do not concur with a mandatory system whereby all position vacancies would require competitive Agency-wide bidding. Further, we recommend that the Agency move very slowly in adopting any options (a-e) suggested by reference (a). That is not to say that this Directorate does not believe in competition for jobs. Our policy is to encourage such competition within the framework of the career service competitive evaluations as they relate to all areas pertaining to individual employee career development. Employees compete through the panel system for training opportunities, promotion, intra- and inter-Directorate rotational opportunities and certainly for positions within their sub-group. Their relative competitive ranking is and should be all important in determinations concerning these and every aspect of a career program. If career management and developmental planning is to be meaningful, then there must be positions available within each sub-group to assign employees for development.
- 2. This paragraph is keyed to paragraph 4 of reference (a).
- Option a It is the DDA's position that there is a vital need to continue the recruitment of young, professional and technical officers. Any institution requires an influx

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of new people to retain a dynamic, effective organization. The proposal to advertise all entry level positions would significantly reduce new professional and technical hires and would result in a stagnation throughout the organization. We believe that such a system would have a debilitating effect on our efforts to improve the Agency minority position.

Options b-e - We believe all are at cross purposes with the personnel career development system. As an alternative, we support the recommendation that Heads of Career Services be urged to broaden the base of positions advertised outside the career service to assure increased opportunity for such qualified employees. Further, we believe that vacancy notices for positions now being advertised should be distributed on an Agency-wide basis. Adoption of those two proposals would increase the value of the current system without disrupting the very fiber of the career management system.

- 3. These comments are keyed to questions raised in paragraph 7, reference a:
- a. Options b through e would have a very deleterious effect on career development as we practice it within this Directorate. It would be detrimental to current PDP planning, to formalized upward mobility planning and for the career service system in general. Option (a) would have little effect on career development.
- b. Employees would compete for jobs rather than for promotion. In effect, we would be adopting the Civil Service approach to job placement and promotion would depend strictly on the grade of the position.
- c. The establishment of separate career services and the accompanying dilution of authorities could never provide a consistent, uniform approach to personnel management and nearly any other issue of managerial concern. With only five Career Services, we still have difficulty in applying uniform standards to the multitude of Career Service decisions.

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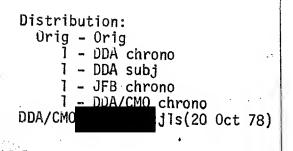
d. Special screening would have to be performed at some specified organizational level. Additional workload would be incredible. Attached are statistics which reflect employee movements for GS-04 through GS-13 employees

in FY-1978. If we assume an average of per file, we could conceivably occupy fulltime a staff of 60-65 employees just for the file review process. What offset might occur through diminishing career management functions is difficult to say, but it is certain that any offset would not make up anywhere close to the difference.

- e. Supervisors would have to make the determinations. Continued in-house selection would give rise to employee distrust and probably would result in a good many grievance cases which in itself would add to the workload.
- 4. Generally speaking, this Directorate is in agreement with reference (b), "Review of Vacancy Notice System." We do encourage continuing efforts to improve the vacancy notice system, but any such improvements must be in harmony with the current Agency program of career management.

John F. Blake

Attachments



STATINTL

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610 USE PREVIOUS

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